



FIRE COMMISSION

City and County of San Francisco

JAMES D. JEFFERSON, *President*
JOHN W. KEKER, *Vice-President*
HENRY E. BERMAN, *Commissioner*
SHARON L. BRETZ, *Commissioner*
FRANK A. QUINN, *Commissioner*

260 GOLDEN GATE AVENUE
SAN FRANCISCO, CALIFORNIA, 94102
TELEPHONE (415) 861-8000
EXTENSION 307
RAYMOND G. CONNORS, JR., *Secretary*

October 2, 1989

The Honorable Art Agnos, Mayor
City of San Francisco
Room 200, City Hall
San Francisco, CA 94102

RE: First Annual Report Reviewing The Goals Of The Fire Department

Dear Mayor Agnos:

The first fiscal year has passed since you appointed the current members of the Fire Commission. On behalf of the Commission, I would like to review the Fire Department's efforts to meet the twelve goals set forth in your letter of April 14, 1988. The Commission believes that the Department has made considerable progress over the last year in achieving those goals.

GOAL #1: PROMOTING AND HIRING WOMEN AND MINORITIES

The first goal you identified in your letter was to:

Implement the Consent Decree, as far as limited budget resources will permit, for the hiring and promotion of women and minorities. The department must more closely reflect the makeup of our City as a whole.

PROGRESS ON GOAL #1

The last fiscal year was crucial for the Consent Decree. The Department had to begin effecting fundamental changes despite budgetary restraints and strong resistance from within parts of the Department. Soon after the year began, the Court imposed additional limitations on the proposed restructuring of the Department. Through hard work and commitment, the Department has met and in most cases exceeded the goals of the Consent Decree thus far. The Department's progress establishes a firm foundation for the future.

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

NOV 15 1989

UNIVERSITY OF CALIFORNIA

INSTITUTE OF ENVIRONMENTAL
STUDIES LIBRARY

NOV 1981

UNIVERSITY OF CALIFORNIA

A. Promotional Opportunities.

The past year has been marked by tremendous advances for minorities and women within the department. For example, when you appointed the present commission in April 1988, only 7 Blacks filled positions in the ranks of H-20 Lieutenant and above. Today, 29 Blacks hold such positions. Similar gains have been realized by other minorities as illustrated by the following:

April 1988:

H-20 Lieutenant:	190 Total Officers, 6 Blacks, 11 Hispanics and 0 Asians
H-30 Captain:	75 Total Officers, 1 Black and 4 Hispanics
H-40 Battalion Chief:	42 Total Officers, 0 Blacks and 2 Hispanics
H-50 Assistant Chief:	14 Total Officers, 0 Blacks and 1 Hispanic

No minorities above the rank of Assistant Chief.

September 1989:

H-20 Lieutenant:	205 Total Officers, 22 Blacks, 22 Hispanics and 12 Asians
H-28 Lieutenant:	6 Total Officers, 2 Blacks and 1 Hispanic
H-30 Captain:	77 Total Officers, 3 Blacks and 4 Hispanics
H-40 Battalion Chief:	43 Total Officers, 1 Black and 2 Hispanics
H-50 Assistant Chief	14 Total Officers, 0 Blacks and 1 Hispanic
H-51 Assistant Deputy Chief:	1 Total Officers, 1 Black and 0 Hispanics

The results exceed the goals mandated by the Consent Decree, and the occasion marks the first time in the Department's 123-year history that we have 2 Black Chiefs and a female Lieutenant.

B. Entry Level Opportunities.

The Consent Decree requires the Department to hire 500 firefighters during a seven year period. Pursuant to the Consent Decree, the Department has set its hiring goals at 55 percent minorities and 10 percent women.

In November 1988, the Department administered the first portion of an entry level examination to approximately 5,000 candidates. The recruitment effort which produced this result is unprecedented in the department's history. The applicant pool for the examination exceeded the recruitment goals in the Consent Decree.

In March 1989, the Department administered a physical ability test to approximately 250 applicants who passed the first portion of the examination. As a result, in May the Department enrolled its first class of 30 entry-level firefighters under the Consent Decree. This class was the first admitted in almost twenty years on the basis of an entrance examination without court intervention. The graduates of this class have now started their careers in the Fire Department. Another class started in August, and a third class is scheduled for December. Seventy percent of the May and August classes are women and minorities, a result that is greater than the goals set by the Consent Decree.

C. Co-Ed Fire Stations.

To accommodate the new female members in the work force, the Department is in the process of retrofitting its stations. The retrofitted stations include separate sleeping facilities and separate showers and restrooms. In addition, the physical arrangement of some stations will be altered to assure complete privacy for female and male firefighters.

GOAL #2: REDUCING RACIAL TENSIONS

The second goal you identified was to:

Reduce racial tension within the ranks of the department. This will require the heart-felt commitment of all concerned. Training, counseling, grievance procedures all clearly are part of overcoming present tensions. Discipline for offensive behavior must be swift and firm. Above all, women and minorities must be brought into the policy-making levels of the department.

PROGRESS ON GOAL #2

A. Disciplinary Procedures.

The Commission and the Department's administration have stressed repeatedly that racial and sexual harassment will not be tolerated. The Department has issued a general order emphasizing that racial or sexual harassment and retaliation against members--including members who file complaints with the Chief are prohibited and cause for discipline. In addition, the Department has issued general orders to ensure that chief officers are involved directly in implementing the policies against racial harassment.

The Department has established a comprehensive and expeditious process for evaluating and investigating complaints of racial and sexual harassment. Under the process, a review committee of minority members in the Department evaluates the

recommendations of an investigative unit before any charges go to the Chief. This committee was established to assure minorities that the investigations are fair and reflective of racial sensitivities.

The new procedures have contributed to a significant decline in complaints of racial harassment. For example, from January 1, 1988 to April 13, 1988, 21 complaints of racial harassment were filed. Most recently, from October 4, 1988 to the present, only 2 EEO complaints have been filed. Both complaints were found to be without merit and only 1 of the complaints involved a uniformed member of the department.

B. Appointment of Assistant Deputy Chief II.

The Department has appointed Frank Scales as Assistant Deputy Chief II. The Department and the Fire Commission believe Chief Scales' appointment will promote the shared goal of bringing minorities into the policy-making levels of the Department. Chief Scales will play a pivotal role in overseeing implementation of the Consent Decree. Every month, each battalion chief must submit a report to Chief Scales describing their meetings with captains under their command in an effort to prevent racial harassment. Chief Scales oversees the Department's Office of Management Services, heads all investigations of complaints of harassment, and makes disciplinary recommendations to Chief Postel.

It should be noted that Local 798 has challenged the appointment of Chief Scales, alleging that his appointment and salary level are in violation of the Charter. The Commission strongly rejects Local 798's contention and the City Attorney's office will vigorously oppose the union's lawsuit.

C. Human Relations Training and Mediation.

To reduce tension and promote a better understanding between members, the Department has instituted training in the areas of sexual harassment and human relations. This training is presently conducted by outside experts. In addition, the Department is developing a mediation program to begin in the Fall. Under the program, firefighters may elect to mediate disputes with the assistance of a specially trained member of the Department. Mediation will offer an alternative to filing official grievances by allowing members to work out their differences on a more informal basis.

...the ... of the ... and ... the ... of the ...

...the ... of the ... and ... the ... of the ...

THE JOURNAL OF THE AMERICAN MEDICAL ASSOCIATION

...the ... of the ... and ... the ... of the ...

...the ... of the ... and ... the ... of the ...

THE JOURNAL OF THE AMERICAN MEDICAL ASSOCIATION

...the ... of the ... and ... the ... of the ...

**GOAL #3: DEVELOPING A MORE EFFECTIVE COMMAND
STRUCTURE**

The third goal you set forth in your letter was to:

Develop a command structure that gives the Chief greater latitude in selecting top staff and promotes accountability by chief officers, company officers and rank and file firefighters.

PROGRESS ON GOAL #3

A. Chief Officers No Longer In Union.

The Chief of the Department and both Deputy Chiefs are no longer members of Firefighters' Employee Association Local 798. These resignations took place over a year ago, shortly after the present Chief was appointed. As you know, Local 798 has actively opposed the Consent Decree. All three Chief Officers resigned out of a belief that their commitment to the Consent Decree is inconsistent with membership in Local 798.

B. Separate Bargaining Units.

In meet and confer sessions with Local 798, the Department and the Fire Commission have pressed for the creation of separate bargaining units for Chief Officers. We believe the proposal would promote greater accountability by Chief Officers and give the Chief of the Department greater latitude in selecting top staff. Furthermore, separate bargaining units would alleviate the inherent conflict of interest that results from management and rank and file personnel negotiating within the same bargaining unit.

C. Representation by Chief Officers.

Recognizing that chief officers should be an integral part of the Department's administration, the Commission initiated a rule change which prohibits chief officers from representing lower ranking officers and members in disciplinary proceedings. Under the Department's former rule, any member of the Department accused of a violation was entitled to representation by any other member in disciplinary proceedings. This posed a serious conflict in which a chief officer could represent a member against the Department's administration. Under the new rule, the conflict is avoided because chief officers are prohibited from representing any member below the rank of battalion chief.

D. Reorganization of Management Structure.

The Fire Commission has undertaken a comprehensive analysis of the management structure within the Department for the purpose of developing recommended changes. The Department and the Fire Commission have engaged the services of a management consulting firm to analyze the structure of the Department and make recommendations. The consulting firm has suggested several proposals, including centralized information processing, restructuring divisions, reformulating command responsibility and developing management training programs. Of course, we will consult with your office, and members of the department, and hold public hearings before formal recommendations and changes are made.

**GOAL #4: ESTABLISHING FAIR AND CONSISTENT
DISCIPLINARY PROCEDURES**

The fourth goal set forth in your letter was to:

Establish fair, consistent discipline that can be administered swiftly and will apply equally to all members of the department. Involved will be the end of any drinking in fire houses, a prohibition on the use of illicit drugs and elimination of any materials or conduct that may be inflammatory or be racially or sexually insulting or degrading. Regulations affecting discipline may need to be rewritten to assure clarity and consistent application.

PROGRESS ON GOAL #4

A. Disciplinary Actions & Procedures.

Per your direction, discipline for any and all departmental rule infractions has been rigid. For example, during 1989 twenty-six (26) disciplinary actions were taken by the Commission and Chief of Department. Of the twenty-six cases, fifteen (15) came before the Fire Commission. The disposition of the cases that came before us were as follows:

2	-	Terminations
2	-	Resignations
2	-	Leave of absence for 1 year
3	-	90 day suspensions
1	-	45 day suspensions
1	-	30 day suspensions
3	-	2 day suspensions
1	-	1 day suspension

In addition, the Department has established an effective process for evaluating and investigating complaints of racial and sexual harassment. The process established a Review Committee of minority members to evaluate the recommendations of the investigative unit from their perspectives before any charges go to the Chief. Other safeguards ensure that each complaint is thoroughly investigated and that favoritism and prejudice will not obstruct the disciplinary process.

The Commission has stressed openly its policy of administering discipline equally to all members of the Department, regardless of the nature of the charges. Furthermore, the Chief has successfully disciplined members at an administrative level on an equal basis. All disciplinary charges and complaints are investigated fully by Deputy Chief Scales and the Division of Management Services.

B. Stress Unit.

The Department and Fire Commission have made a substantial commitment to the success of the Department's Stress Unit. The Stress Unit offers counseling to firefighters for drug and alcohol abuse problems which can result from work related stress. To promote the effectiveness of the Stress unit, the counseling sessions and discussions within the Unit are strictly confidential. Realizing the importance of the Stress Unit, your office and the Board of Supervisors have approved the Department's request, in the new budget, for additional funding for extra positions in the Unit.

C. New Alcohol and Drug Abuse Policies.

The Department's administration reports that the problem of drinking in the stations has ended. Any member who drinks in a station is subject to severe discipline by the Chief and Fire Commission. To clarify the Department's position in this regard, the Department and the Commission are preparing a new comprehensive policy for drug and alcohol abuse. The new policy will encompass disciplinary procedures and possible treatment programs for abusers who come forward voluntarily. While the Commission is sympathetic to the problems of drug and alcohol abusers, it has stressed that such abuse will not be tolerated in the Department. The public trust placed in the Fire Department is too great to tolerate members who are not functioning with a clear and acute awareness.

D. Racially and Sexually Degrading Materials.

The Department has issued a general order prohibiting inflammatory racial or sexual material from being displayed in stations. The general order offers guidelines for station officers in implementing the policy. Accommodations must be made for members who may be offended by certain publications or broadcasts.

The Department is confident that it can achieve a work environment in which all members are treated as equal co-workers.

**GOAL #5: MAKING BATTALION CHIEFS RESPONSIBLE
FOR INSPECTIONS**

The fifth goal you identified was as follows:

As part of intensified discipline and accountability, Battalion Chiefs must regularize and make rigorous required monthly inspections of all firehouses.

PROGRESS ON GOAL #5

As discussed above, Battalion Chiefs must meet monthly with captains under their command; they are required to file a written report with Assistant Deputy Chief Frank Scales describing these meetings.

Battalion Chiefs are charged with the responsibility of inspecting stations on a regular basis; the commission has stressed that they are responsible for the activities at stations and that failure to fully investigate any charges of wrong doings may result in disciplinary charges against them.

GOAL #6: IMPROVING TRAINING FOR ALL UNITS

The sixth goal provided in your letter was to:

Improve training for all units in the department with required, periodic, standardized drills at the Fire College. All units must be held to the highest professional standards.

PROGRESS ON GOAL #6

A. In-Service Training.

The Department's Division of Training has adopted a semi-annual drill schedule, which covers an increased number of skills. Included in the skills training are specialized firefighting drills coordinated by Battalion Chiefs in the field. This new program for in-service training will elevate the Department's training to the levels provided by other excellent fire departments.

B. Recruit Training.

The Departments training program for new recruits promises to produce highly qualified firefighters. Last year, the Department created new, specialized positions for qualified training officers to put new recruits through rigorous training and testing. Fire College training has been extended from ten to fourteen weeks. With the support of your office, the Department has purchased portable classrooms, computers, and other equipment for use in training recruits. To reflect this new emphasis on training, an Assistant Chief has been placed in charge of the Training Division.

**GOAL #7: ESTABLISHING CLEARER LINES OF
COMMUNICATION BETWEEN THE CHIEF
AND ALL UNITS**

The seventh goal that you set forth was to:

Establish clearer lines of communication by the Chief to all units in the department. This should include more frequent meetings with Division and Battalion Chiefs, personal visits to fire houses and a monthly newsletter and other means.

PROGRESS ON GOAL #7

A. Direct Telephone Line to the Chief.

The Chief has established a direct telephone line to his office. Any member who wishes to make a suggestion, air a grievance, offer criticism, or express encouragement can dial the number and reach the Chief's office directly. A member using the line may leave his or her name or remain anonymous. The Chief has reported that members use the number frequently and that much of the input has been sincere and forthright.

B. Department Newsletter.

The Department has started a monthly publication entitled "*San Francisco Fire Department Newsletter*". The publication includes periodic reports from the Chief to firefighters and the City relating to Department policies, news items and recent developments.

C. Personal Contact With the Department's Administration and the Fire Commission.

All officers have been detailed to the Fire Department Headquarters to meet with the Chief and Deputy Chiefs. In the meetings, the Chief has outlined the proper lines of communication and emphasized that the officers were charged with properly and fully communicating all incidents and other information to him.

Members of the Commission have taken the extraordinary step of being on the scene at major fires, visiting stations and meeting members to talk about their concerns. The Commissioners have encouraged members to address the Commission through proper channels and participating in Commission meetings. The Commission continues to have an active role in meeting directly with members of the Department.

GOAL #8: DEVELOPING A SHIFT ROTATION SYSTEM

The Eighth goal identified in your letter was to:

Develop a rotation system so that firefighters are transferred every four years or so. This will enhance the professionalism of the department.

PROGRESS ON GOAL #8

The Department has adopted a rotation system for Battalion Chiefs to broaden experience and promote accountability. The Department has not yet instituted a formal rotation system for firefighters. As new entry-level firefighters are introduced into the workforce, the Department will begin a formal rotation system.

GOAL # 9: ENHANCING MANAGEMENT CAPABILITIES

The ninth goal identified was to:

Enhance management capabilities by encouraging training in budgeting other skills needed to develop cost effective and efficient operations.

PROGRESS ON GOAL #9

Training of all Chief Officers in the management of a modern fire organization has been identified by the Commission as a top priority for the

department. Increasing the Department's management capability and skill in areas such as personnel administration, budgeting, communications, public relations and so on are an absolute necessity. The Department has retained the services of a management consulting firm to investigate strengthening budgetary and other skills needed to develop cost effective and efficient operations. Tentative plans include a centralized management information system which will allow comprehensive analysis of the Department's financial needs. Such plans also include project management training, time management training and leadership training.

GOAL #10: CIVILIANIZING NON-SUPPRESSION AND NON-EMERGENCY POSITIONS

The tenth goal expressed in your letter was to:

Civilianize where possible non-suppression and non-emergency duties such as inspections, communications, finance and administration.

PROGRESS ON GOAL #10

This area is still under consideration by the Department and the Fire Commission. We are formulating a comprehensive plan for reorganizing the non-suppression and non-emergency positions in the Department.

GOAL #11: ASSURING ADEQUATE TRAINING IN THE USE OF EMERGENCY MEDICAL PROCEDURES

The eleventh goal you set forth was to:

Assure adequate training in the use of defibrillators and other emergency medical procedures. The department provides the City's first response to heart attacks and other medical crises and firefighters must receive the best possible instruction.

PROGRESS ON GOAL #11

The Department is in the process of certifying all fire suppression personnel as "first responders" for medical emergencies. All engine company personnel will be trained in the use of defibrillators. The implementation of the defibrillator program began in November 1988 and by June 30, 1989, 817 firefighters were trained and 42 defibrillator units were in service. Each year, all members of the Department who use defibrillators are re-certified by the State.

For the current fire college class and for all future classes, entry-level firefighters will be certified as Emergency Medical Technicians ("EMT"). Certification as an EMT is a more advanced certification than "first responder". Our first class of firefighters with EMT advanced training have already graduated.

**GOAL #12: WORKING CLOSELY WITH THE CIVIL SERVICE
COMMISSION TO ASSURE FAIR TESTS**

The twelfth goal identified in your letter was to:

Work closely with Civil Service Commission to assure that applicants for hiring and promotion are not victimized by invalid, unfair examinations.

PROGRESS ON GOAL #12

The Department and the Civil Service Commission have established a special Fire Department Examination Unit. Together with the test development committee established by the Consent Decree, the Examination Unit works closely with the Fire Department and is responsible for developing and administering all entry level and promotional tests. The Department has much input into these tests; a member of the Department is on the test development committee.

There has not been a single successful challenge to any of the examinations administered since entry of the Consent Decree. The Department has demonstrated that it is capable of administering fair and valid examinations.

OTHER IMPORTANT ISSUES

There are a number of other important issues that we would like to bring to your attention. Though these issues were not explicitly mentioned in your letter of April 18, 1989, we know of your concern about them.

A. Firefighting and Rescue Services.

During fiscal year 1988-1989 suppression units responded to 58,178 incidents, an increase of 11.2% over the previous fiscal year. This increase was largely due to the demand for emergency medical service. There were 26,031 medical emergency responses; up from 22,154 the previous year. The emergency medical capabilities of the San Francisco Fire Department were enhanced this year with the introduction of the semi-automatic defibrillators on the engine companies and rescue squads.

B. Fires in Buildings.

While the total number of emergency responses increased, the number of building fires dropped by 233. This decrease is attributed to built-in fire protection and warning features, i.e, smoke detectors, automatic sprinkler protection and the increase in field inspections and public education programs.

The average response time to building fires throughout the City was 3.01 minutes during 1988-1989.

Arson fires continue to drop; credit for this reduction is attributed to the Arson Task Force and the Arson Early Warning System.

During fiscal year 1988-1989, eight citizens lost their lives under fire conditions. Six of these fires were attributable to smoking materials and two to criminal activities. This is the fewest number of fatalities in the past 20 years. However, we will continue in our efforts to reduce this figure even further.

The Bureau of Fire Investigation field unit responded to 565 incidents; of these, 114 were found to be accidental in nature and 217 were criminal.

Fire prevention activities of the suppression forces center around the Commercial Residential Inspection Safety Program (CRISP) and the Home Safety Survey. Last fiscal year, suppression forces inspected nearly 14,000 buildings under these two programs.

The Bureau of Fire Prevention has initiated a reinspection fee program which was authorized by the Board of Supervisors last September. At the present time about 90 reinspections are conducted each month. This will generate approximately \$60,000 each year. This year it is anticipated that the Bureau will collect, through fees and assessments, about 50% of its \$3 million annual budget.

The Bureau of Fire Prevention's high rise inspection team inspected 434 high rises during fiscal year 1988-1989. These inspections generated \$358,974 which defrayed the cost of these inspections.

The total number of inspections conducted by members of the Bureau of Fire Prevention during the last fiscal year was 49,852.

C. Apparatus and Equipment.

During fiscal year 1988-1989, the San Francisco Fire Department, in cooperation with your office, initiated a lease/purchase program for fire apparatus. This program was a major step in alleviating our equipment problems and helping to put the Department back on track with its equipment replacement schedule.

D. Absenteeism.

The Department implemented a management policy linking employee's eligibility for overtime to their sick leave usage. This policy was challenged in court, but was upheld as a legitimate management prerogative. The end result was a 30% drop in sick leave usage.

E. Physical Fitness.

In January 1989 the Department augmented a physical fitness program with the opening of a self contained fitness center in an old firehouse on Oak Street.

The Department offered a complete pre-employment physical fitness program for those interested in becoming firefighters. After the written portion of the entrance (H-2) exam was given, approximately 250 successful candidates were offered a 3-month intense weight program to help prepare them for the Physical Abilities Test (PAT).

To attest to the value of the program, 24 of the 28 women who passed the PAT were enrolled in the San Francisco Fire Department Physical Fitness program.

The United States Justice Department informed the San Francisco Fire Department that we have one of the best pre-recruit training programs in the country.

F. Low Morale.

Reports from the field indicate that morale among firefighters is low. We attribute this to the fact the department is now in the midst of a tremendous transition from what some have characterized as a "private club" to a modern and progressive service organization. Also, the nature of firefighting has changed to include a greater emphasis on medical services. In essence the nature of the job has changed. Finally, the long standing fire culture of the past is being changed in the face of stiff resistance from many members of the department. The Commission and Department Administration are confident, however, that morale will improve in the years ahead as present changes comprise the new culture of the department.

ARTICLE IN BRIEF

The purpose of this article is to present a summary of the results of the investigation of the effect of the administration of the various types of anesthesia on the heart rate and blood pressure of the patient. The results of the investigation are as follows:

1. General Anesthesia

The results of the investigation of the effect of the administration of the various types of anesthesia on the heart rate and blood pressure of the patient are as follows:

2. Local Anesthesia

The results of the investigation of the effect of the administration of the various types of anesthesia on the heart rate and blood pressure of the patient are as follows:

The results of the investigation of the effect of the administration of the various types of anesthesia on the heart rate and blood pressure of the patient are as follows:

The results of the investigation of the effect of the administration of the various types of anesthesia on the heart rate and blood pressure of the patient are as follows:

The results of the investigation of the effect of the administration of the various types of anesthesia on the heart rate and blood pressure of the patient are as follows:

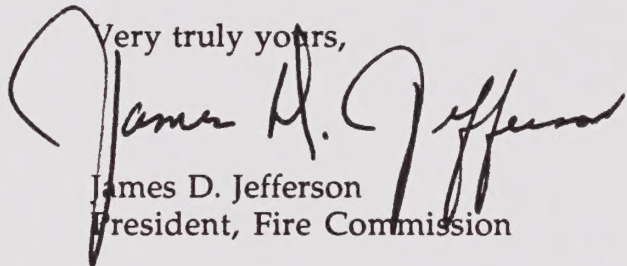
3. Sedation

The results of the investigation of the effect of the administration of the various types of anesthesia on the heart rate and blood pressure of the patient are as follows:

CONCLUSION

The achievements and proposals outlined above are only some of the programs and policies that mark an important new beginning for the Fire Department. Our aim is to maintain and enhance the Department as a first rate firefighting and emergency medical force as well as bring it into the twenty-first century as a racially and sexually integrated work place where all members are proud to be firefighters. We look forward to another successful year in carrying out the broad purposes and goals you have established for the Department and the Fire Commission.

Very truly yours,

A handwritten signature in dark ink, appearing to read "James D. Jefferson". The signature is fluid and cursive, with a large initial "J".

James D. Jefferson
President, Fire Commission

On behalf of:

John Keker
Vice President, Fire Commission

Henry Berman
Member, Fire Commission

Sharon Bretz
Member, Fire Commission

Frank Quinn
Member, Fire Commission

cc: Gayle Orr-Smith, Deputy Mayor - Public Safety
Frederick Postel, Chief of Department



C124902625